

Message Text

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C O N F I D E N T I A L SECTION 01 OF 03 USNATO 02243

E.O. 11652: GDS
TAGS: MPOL, NATO
SUBJECT: NATO DEFENSE INITIATIVES - ASSESSMENT OF TASK
FORCE 2 (REINFORCEMENT) FINAL REPORT

REFS: (A) STATE 255236 DTG 252011Z OCT 77, NOTAL,
(B) JCS MEMO DATED 31 JAN 78, SUBJECT: US PROPOSALS FOR
SPECIFIC ACTION PROGRAMS, NOTAL.

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SUMMARY: THERE FOLLOWS OUR ASSESSMENT OF THE TASK FORCE
TWO (TF 2) FINAL REPORT. WE BELIEVE THAT THE REPORT IS
GENERALLY CONSISTENT WITH DPC GUIDANCE AND THAT IT PRO-
VIDES THE ALLIANCE A FRAMEWORK FOR DEVELOPING THE RAPID
REINFORCEMENT CONCEPT. WE RECOMMEND GENERAL US SUPPORT.
END SUMMARY.

1. GENERAL OVERALL ASSESSMENT

A. THE FINAL REPORT ON REINFORCEMENT IDENTIFIES SERIOUS
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DEFICIENCIES IN NATO'S RAPID REINFORCEMENT CAPABILITY
AND THE REMEDIAL PROGRAMS REQUIRED. REINFORCEMENT IS A
CONTINUOUS PROCESS, STARTING WITH EARLY POLITICAL
DECISIONS TO PROVIDE REINFORCEMENTS FROM THE US, CANADA
AND THE UK AND ENCOMPASSES THE MOVEMENT OF THESE FORCES
FROM THE POINT OF ORIGIN TO UNIT ASSEMBLY AREAS. TO
ACCOMPLISH THIS OBJECTIVE, TF 2 HAS EMPHASIZED THE

IMPORTANCE OF AN EARLY POLITICAL DECISION AND STRESSED THE NEED TO PRE-PLAN THE MEASURES AND PROCEDURES NECESSARY TO GIVE IMMEDIATE EFFECT TO POLITICAL DECISIONS. PEACETIME PLANNING AND POLITICAL DECISION MAKING, ALTHOUGH DISCUSSED WITHIN THE REPORT, ARE DEALT WITH AS RECOMMENDATIONS, WHICH ARE NECESSARY TO, BUT OUTSIDE, THE MAIN ACTION AREA PROGRAMS.

B. IN OUR VIEW, THE TF 2 REPORT IS AN EXCELLENT APPROACH TO THE OVERALL REINFORCEMENT PROBLEM. DESPITE TF 2'S INSISTENCE THAT ONLY ACCEPTANCE OF THE PROGRAM PACKAGE AS A WHOLE WILL ENABLE THE RAPID REINFORCEMENT CONCEPT TO BE DEVELOPED, ITS SUBDIVISION OF BASIC PROGRAMS APPROXIMATE THE THREE CATEGORIES DESIRED AND AVOID REDUCTION OF THE PROBLEM TO AN "ALL-OR-NOTHING" ALTERNATIVE.

C. THE FIRST TF PACKAGE, INCLUDING THE FIRST 7 SERIAL ITEMS, IS LOW-COST/NO-COST AND LARGELY PROCEDURAL IN NATURE AND LENDS ITSELF TO INCLUSION IN CATEGORY I. WE BELIEVE THAT THE SECOND PACKAGE IS A CANDIDATE FOR CATEGORY II. THE THIRD CATEGORY WOULD BE THOSE FOLLOW-ON ITEMS GENERATED BY IMPLEMENTATION OF THE FIRST TF PACKAGE, WHICH WOULD ULTIMATELY RESULT IN CONSIDERABLE RESOURCE ALLOCATIONS ON A COMPARATIVELY URGENT BASIS AND WOULD INCLUDE THE RESULTS OF THE STUDY EFFORTS CONFIDENTIAL

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TAINED IN TF RECOMMENDATION (L).

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D. THE PRIMARY WEAKNESS OF THE REPORT IS THAT IT MAKES ONLY A TOKEN EFFORT TO CONSIDER THE REINFORCEMENT REQUIREMENTS OF THE SOUTHERN FLANK. AS A RESULT, FULL SUPPORT OF ITALY, GREECE AND TURKEY FOR THE TASK FORCE RECOMMENDATIONS MAY BE DIFFICULT TO OBTAIN.

2. SPECIFIC PROGRAM ASSESSMENTS:

A. REINFORCEMENT GOALS ARE DEVELOPED IN TWO PROGRAMS. (1) THE FIRST PROGRAM DEALS WITH IMPROVEMENTS FUNDAMENTAL TO THE REINFORCEMENT CAPABILITY OF THE ALLIANCE AND CONTAINS THREE ELEMENTS WHICH CALL FOR THE COMMITMENT OF NATIONAL RESOURCES. DETAILED CIVIL/MILITARY PLANNING AND ORGANIZATIONAL IMPROVEMENTS WOULD BE COMPLETED IN THE SHORT TERM AND EXERCISED, REVIEWED, AND UPDATED THEREAFTER. THE TF PLACES CONSIDERABLE EMPHASIS ON THIS ASPECT BEING FUNDAMENTAL TO THE OVERALL SUCCESS OF THE RAPID REINFORCEMENT CONCEPT. PROGRAM ELEMENTS INCLUDE:

-(A) THE COMMITMENT OF MERCHANT SHIPPING AND LONG-RANGE

CARGO AND CARGO-CONVERTIBLE CIVIL AIRCRAFT FOR NATO.

-(B) IMPROVED ARRANGEMENTS FOR THE RECEPTION AND ONWARD
MOVEMENT OF MEN AND MATERIAL.

-(C) COORDINATION OF REINFORCEMENT MOVEMENTS IN CRISIS
AND WAR.

(2) THE SECOND PROGRAM DEALS WITH THOSE IMPROVEMENTS
ESSENTIAL FOR THE REALIZATION OF THE FULL POTENTIAL OF

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THE RAPID REINFORCEMENT CONCEPT, WITH AN AIM OF ACCELE-
RATING THE FORWARD MOVEMENT OF FIGHTING POWER IN THE
CRITICAL EARLY PHASE. PROGRAM ELEMENTS INCLUDE:

-(A) PRE-POSITIONING UNIT EQUIPMENT FOR THREE ADDITIONAL
US DIVISIONS IN THE CENTRAL REGION BY 1984.

-(B) COMPLEMENTING PRE-POSITIONING BY THE MODIFICATION OF
110 WIDE-BODIED INTERNATIONAL CIVIL AIRCRAFT TO CARRY
OVER-SIZE EQUIPMENT WHICH CANNOT BE PRE-POSITIONED.

-(C) IMPROVING ARRANGEMENTS TO ACCELERATE THE MOVEMENT
OF THE CAST CG TO NORWAY AND FOR THE LIFT OF THE UK/NL
MARINE FORCE.

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(3) RECOMMENDATIONS ARE INCLUDED TO INVITE HEADS OF STATE AND GOVERNMENTS TO IMPLEMENT THE PROGRAMS PROPOSED BY THE TASK FORCE AND TO DEVELOP THE PROCEDURES NECESSARY TO COMMIT THE MEANS AND RESOURCES TO GIVE EFFECT TO
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THEIR DECISIONS.

3. BECAUSE TF 2'S WORK DEALS ALMOST EXCLUSIVELY WITH EXTERNAL REINFORCEMENT OF EUROPE, ONLY A SMALL PORTION OF THE ALLIANCE IS DIRECTLY AND EXTENSIVELY INVOLVED. AS A CONSEQUENCE, THE IMPACT ON THE OVERALL FORCE GOALS DEVELOPMENT PROCESS FOR THE ALLIES IS MINIMAL. ONLY 8 OF THE 15 PROGRAM ITEMS ARE COSTED, AND HALF OF THOSE DO NOT REQUIRE IMPLEMENTATION DURING THE 1979-84 FORCE GOAL PLANNING PERIOD. HOWEVER, FOR THE US, THE IMPACT COULD BE SIGNIFICANT, SINCE \$3.69 BILLION OF THE \$4.66 BILLION IDENTIFIED IN THE INITIAL COST ESTIMATE FOR THE ENTIRE TF PACKAGE WOULD BE BORNE BY THE US.

4. THREE SPECIFIC PROPOSALS HAVE POTENTIAL CONFLICT:

A. EL 42 IS CARRIED AS A PRIORITY I SACEUR FORCE PROPOSAL FOR CANADA AT NO COST AND SIMPLY CALLS FOR THE DEVELOPMENT OF PLANS. HOWEVER, THE TF INDICATES THAT IT WOULD COST AN ESTIMATED \$93 MILLION.

B. SERIAL ITEM 9, WHICH CALLS FOR THE PRE-POSITIONING OF EQUIPMENT FOR THREE ADDITIONAL DIVISIONS IN EUROPE, IS NOT IN US FORCE PROPOSALS. HOWEVER, BECAUSE OF THE SHEER MAGNITUDE OF MONEY, PERSONNEL AND EQUIPMENT INVOLVED, IT WOULD HAVE A SIGNIFICANT IMPACT ON THE US FORCE GOALS DEVELOPMENT PROCESS. IN ADDITION, IT WOULD REQUIRE AN ESTIMATED \$376 MILLION AUGMENTATION OF NATO INFRASTRUCTURE FUNDS.

C. SERIAL ITEM 10 IS A PRIORITY I SACEUR FORCE PROPOSAL AND IS CARRIED AS A NO-COST ITEM. HOWEVER, THE TF REPORT
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ESTIMATES THE COST AT \$690 MILLION AND SEEKS ACCOMPLISHMENT BETWEEN 1978-1984. INCORPORATION OF THIS PROGRAM AND THE ADDED POMCUS FOR THREE DIVISIONS AS FORCE GOALS WOULD SUBSTANTIALLY INCREASE THE US CHALLENGE.

5. TWO OTHER RECOMMENDATIONS MAY CAUSE DIFFICULTY, ESPECIALLY RECOMMENDATION (B), WHICH CALLS FOR "AUTOMATIC" NATIONAL COMMITMENT OF RESOURCES. AS WE HAVE FOUND IN DEVELOPING ALERT PROCEDURES, THERE IS A GENERAL RELUCTANCE TO ACCEPT ANY AUTOMATIC FEATURE OF THE ALLIANCE MACHINERY, AND "CONSULTATION ON AN URGENT BASIS" RATHER THAN "AUTOMATIC COMMITMENT" MAY PRECLUDE INHERENT POLITICAL AND CONSTITUTIONAL PROBLEMS. RECOMMENDATION (G), WHICH CALLS FOR THE US TO COMPLETE CRAF MODIFICATIONS, MAY FACE DIFFICULTY IN CONGRESS IF THE COMPLEMENTARY ALLIED EFFORT IS RELEGATED TO A SUBJECT FOR FURTHER STUDY. WE BELIEVE SOME THOUGHT SHOULD BE GIVEN TO FINDING A WAY TO DEMONSTRATE ALLIED WILL TO SHARE EQUITABLY AND IN A CLOSER TIME-FRAME IN MAKING NECESSARY MODIFICATIONS TO THE CIVIL AIRCRAFT FLEETS.

6. IN RECAPITULATION, WE WOULD ASSIGN TO THE 15 PROGRAMS THE FOLLOWING CATEGORIES AND PRIORITIES WITHIN CATEGORY:

PROGRAM	CATEG.	IN CATEGORY
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AGREEMENT IN PRINCIPLE TO COMMIT	I	2
MERCHANT SHIPS, CIVIL AIRCRAFT, INLAND SURFACE TRANSPORT AND INFRASTRUCTURE NEEDED TO IMPL- MENT THE RAPID REINFORCEMENT		

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CONCEPT (RRC).

SACEUR PROVIDE DETAILS OF MILITARY I 1
REQUIREMENTS.

COMPLETE PLANNING ARRANGEMENTS I 3
FOR AUTOMATIC COMMITMENT OF
RESOURCES CAPABILITY.

COMPLETE STUDIES LEADING TO I 4
PROGRAMME TO IMPROVE RECEPTION
CAPABILITY.

COMPLETE THE ACE-WIDE REINFORCEMENT I 5
PLAN TO IMPLEMENT REINFORCEMENT.

SCEPC/CAPC/CEAC DEVELOP PLANS FOR I 6
USE OF SPECIAL-USE AIRSPACE.

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COMPLETE CO-ORDINATING ARRANGE- I 7
MENTS TO IMPLEMENT RRC.

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COMPLETE CO-ORDINATING ARRANGE- I 7
MENTS TO IMPLEMENT RRC.

REDUCE THE DEPLOYMENT TIME FOR II 6
THE CAST CG.

PRE-POSITION EQUIPMENT FOR II 1
THREE ADDITIONAL DIVISIONS.

MODIFY 65 WIDE-BODY CIVIL II 2
AIRCRAFT.

MAXIMUM PRE-POSITIONING FOR CAST II 7
CG.

DEDICATE AND MAINTAIN AMPHIBIOUS II 5
LIFT FOR UK/NL.

CAST CG COMPLETELY AIR II 8
TRANSPORTABLE.

MODIFY 23 WIDE-BODY CIVIL II 3
AIRCRAFT.

MODIFY 22 WIDE-BODY CIVIL II 4
AIRCRAFT.

7. WE RECOMMEND THE US GENERALLY SUPPORT THE TF 2 LTDP
FOR REINFORCEMENT. ALTHOUGH THE COSTING MAY NOT PROVE
TO BE ACCURATE IN THE LONG TERM, MOST NATIONS SHOULD BE
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ABLE TO ASSESS THEIR COMMITMENT FROM THE AVAILABLE
INFORMATION. THE TF FOLLOWED US RECOMMENDATIONS VERY
CLOSELY AND OBVIOUSLY USED REF A AND REF B AS A GUIDE TO
DEVELOP THE FINAL PLAN.GLITMAN

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